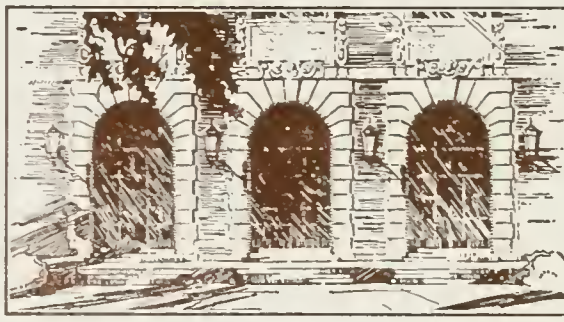


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**NEIGHBORHOODS AND NEIGHBORHOOD PLANNING:
A Selected Bibliography**

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NEIGHBORHOODS AND NEIGHBORHOOD PLANNING

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INTRODUCTION

During the past three decades in the United States, the concern with citizen participation in public decision-making has been a persistent issue in planning literature. More often than not, however, the issue of citizen participation is directed toward formalized and/or institutionalized opportunities within special governmental programs or as a condition precedent for funding under federal programming. While the foci of these programs frequently use an "impacted" or "neighborhood" area as the unit of analysis, comparatively little thought has been given to the establishment of an on-going governmental function for these units beyond the limited subject matter of a particular program, e.g., neighborhood health centers, neighborhood legal services, etc.

*Assistant Professor, Graduate Program in Urban and Regional Planning at the University of Iowa, Iowa City; numerous citations in this bibliography were studied and selected by three graduate students: Patricia Anderson, Laurie Bedlington and Kenneth Bounds.

The classic treatment of neighborhoods as they relate to planning has been synthesized by James Dahir in The Neighborhood Unit Plan: Its Spread and Acceptance, wherein the work of Clarence A. Perry, Ebenezer Howard and Charles Horton Cooley are described in some detail. The influence of these writers has been seen in the practice of urban and regional planning in the development of areal zones within cities which correspond with certain neighborhood attributes and used for the development of policy as well as the delivery of services. More recently, Jane Jacobs (The Economy of Cities and The Death and Life of Great American Cities) has continued to expand upon the theory of neighboring and neighborhoods, while Stanislaw V. Kasl and Ernest Harburg have undertaken empirical studies of residential perception of neighborhoods and the influence of such perceptions on social patterns, mobility and location preferences.¹

The vast bulk of current literature which examines concepts of neighborhood as they relate to planning have, appropriately, arisen in the context of discussions which focus on decentralization of government functions, increased citizen participation in the local decision-making process, and methods or modes of planning practice which are calculated to encourage the development of both. When consideration

¹Stanislaw V. Kasl and Ernest Harburg. "Perceptions of the Neighborhood and the Desire to Move Out," Journal of the American Institute of Planners, September 1972, pp.318-324.

is directed toward the application of these emerging planning concepts, the question of what unit or community will serve as the foci of cooperative and participatory processes is a problematic issue.

The word "community" is charged with ambiguity, having been tossed about with differing connotations by sociologists, political scientists, and city planners. The value of the concept for purposes of this discussion is to be found in the fact that the notion of community emphasizes the qualitative aspects of human development rather than the quantitative:

"...(it is) not only the attribute of every group brought together by the fusion of certain integrative forces such as shared locality and shared interactions. It is also something to be achieved...for it is at the same time a descriptive and a normative concept."²

Various authorities define the qualitative and quantitative aspects of community by placing varying degrees of emphasis on some primary variables associated with the concept. It seems clear that several "schools" have developed in defining community, which may be placed in a convenient, fivefold typology: (1) regulatory, (2) integrative and structural-functional, (3) ecological, (4) monographical or descriptive,

²Phillips Rvopp. "Approaches to Community Development," Approaches to Community Development, ed., Phillips Rvopp (The Hague: Theltague W. Van Hoeve, Ltd., 1953), p. 5.

and (5) political-stratificational.³ The debate over the correct community model is enchanting, but not essential to this inquiry.

The problem is essentially a matter of definition and delineation of units, with the requirement that the organizing efforts involved are conditioned by the radical postulates. Because the urban-industrial state has developed and is likely to develop into dense metropolitan and megalopolitan areas, most social theorists have developed strategies for organizing in a reactive way. The decline of primary groups and primary community and the subsequent development of concentrated urban areas characterized by interest groups, rather than primary groups (i.e., family, extended family, neighborhoods) has shaped present-day political organizing efforts into interest group-directed activities. This socio-political phenomenon partially explains the wide-spread acceptance of political pluralism; virtually all planning efforts are directed at serving interest groups and not primary groups, thereby facilitating social dispersion and atomization which increasingly characterizes the United States social structure.

Designating the critical population, as has been seen, is blurred by a number of problems related to the development of settled areas and conventional practice. Michael Lipsky,

³Pranab Chatterjee and Raymond A. Koleski. "The Concepts of Community and Community Organization: A Review," Social Work, Vol. 15, No. 3, July 1970, p. 83.

in specifically addressing the notion of decentralization, proposes that the dilemma of defining the units can be resolved by using clientele unit or geographic boundaries⁴-- this solution differs very little from any of the conventional community organizing models and is not persuasive. If participatory democracy is to be a part of decentralization, a more appropriate response for the planner would be the recognition that there is no single correct technical solution to social questions and that the development of standards should replace the attempt to delineate units:

"The crucial fact about most industrialized societies... is that the key activities of the society are carried out by large, impersonal, bureaucratized organizations, where personal relations lack the quality of wholeness found in small functional groups.

In part, the kind of politics called for is a politics of reconstruction. A number of presently employed strategies already point in its direction; to the extent that community groups, community corporations, and the like, seek to create autonomous regions wherein control is developed involving local institutions..."⁵

To summarize the concepts of decentralization and participatory democracy, a number of standards relating to unit delineation can be offered for the planner which grow out of recent literature on the topic of neighborhood planning:

⁴Michael Lipsky. Radical Decentralization: A Response to American Planning Dilemmas, Reprint No. 28, Institute for Research on Poverty, Madison, Wisconsin: University of Wisconsin, 1968, p. 108.

⁵C. George Benello. "Group Organization and Socio-Political Structure," The Case for Participatory Democracy, ed., C. George Benello and Dimitrios Mousopoulos. New York: Grossman Publishers, 1971, p. 39 and p. 53.

(1) Meaningful group action not only promotes the social nature of the self, but carries forth significant human tasks which require group action; the standard sought should be the identification of group and individual interests for the purpose of creating a synergistic, collective group.

(2) Planning efforts should be directed toward the goal of liberating people from their sense of powerlessness; the standard should be that organizing groups should be based upon the ability of persons within the group to communicate and educate among themselves concerning collective interests.

(3) Since nuclear structure is eroded and the legitimacy of existing institutions brought into question by the operation of undelegated power, group organization must be based upon institutions which operate under delegated power and are capable of responding to the group interests as the group defines those interests.

(4) Social decisions under emerging concept of neighborhood planning cannot be made for people by an expert; the role of the expert is to present the consequences of various courses of action and to transfer skills to people. The integrity of group decisions must be preserved by following a standard whereby group decisions are made openly, every interested party is heard, and group interests are made so important to each member that he or she may actively participate in the process of group decisions.

In brief, the literature argues that the planner should move toward the development of a planning model where the neighborhood group constitutes a social system represented by collective interests, (to the extent they can be identified), and where there is communication between the members and a structure which promotes information channels and feedback loops, the integrity of the group decision-making process must be preserved by giving all members an active and meaningful role in decision-making.

The selected bibliography which follows attempts to identify the leading, recent information which has direct application to neighborhood planning. Specific attention has been given to literature which addresses the salient problem areas which appear throughout the classic discussions of the neighborhood planning concept and/or have been called to the attention of planners in demonstration projects, social programming, social work, and related efforts. Particular emphasis has been placed upon the following issues: citizen participation; decentralization of government; community development corporations and cooperatives; areal delineation; and neighborhood planning administration.

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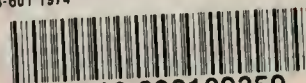
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